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ABSTRACT

The Committee on Natural Resources reports on Bill H.R. 4034 to amend the Urban Park and Recreation Recovery Act of 1978 to authorize grants for the expansion of recreation opportunities for at-risk youth in urban areas with a high prevalence of crime and for other purposes. The Committee reports favorably on the Bill, with an amendment, and recommends its passage. The amendment stresses that well-maintained recreational facilities and services have been shown to decrease the incidence of violent crime among youth and to improve the quality of life for urban residents. Selection criteria for grants are defined, and how Park and Recreation Action Recovery Programs must coordinate recreation and crime-prevention efforts is reviewed. The historical background of the Bill is summarized. (SLD)

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103D CONGRESS
2d Session
HOUSE OF REPRESENTATIVES
REPORT
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ED 374 197

URBAN RECREATION AND AT-RISK YOUTH ACT OF 1994

MARCH 21, 1994.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. MILLER of California, from the Committee on Natural Resources, submitted the following

REPORT

[To accompany H.R. 4034]

The Committee on Natural Resources, to whom was referred the bill (H.R. 4034) to amend the Urban Park and Recreation Recovery Act of 1978 to authorize grants for the expansion of recreation opportunities for at risk youth in urban areas with a high prevalence of crime, and for other purposes, having considered the same, reports favorably thereon with an amendment and recommends that the bill as amended do pass.

The amendment is as follows:

Strike out all after the enacting clause and insert in lieu thereof the following:

SECTION 1. SHORT TITLE.

This Act may be cited as the "Urban Recreation and At-Risk Youth Act of 1994".

SEC. 2. FINDINGS.

Section 1002 of the Urban Park and Recreation Recovery Act of 1978 is amended by striking "and" at the end of subsection (d), by striking the period at the end of subsection (e) and inserting ";" and by adding the following at the end thereof:

"(f) the quality of life in urban areas has suffered because of decline in the availability of park and recreation and systems, including land, facilities, and services;

"(g) the deterioration of urban park and recreation facilities is due in part to the underfunding of Federal grant programs intended to assist in the revitalization of urban recreation facilities and allow us to take back our parks from crime, vandalism, and dilapidation;

"(h) the urban neighborhoods eligible for assistance under this title have deteriorated, in part, due to the rapid increase in violent crime among youth;

"(i) accessible, well-maintained recreational facilities and services have been shown to significantly decrease the incidence of violent crime among youth and can be an effective tool in efforts to prevent crime, increase public safety and improve the quality of life of urban residents; and

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"(j) urban sport and recreation programs teach important values and life skills including teamwork, individual responsibility, respect, leadership, and self-esteem which help prevent young people from engaging in criminal behavior.".

SEC. 3. PURPOSE OF ASSISTANCE.

Section 1003 of the Urban Park and Recreation Recovery Act of 1978 is amended by adding the following at the end thereof: "It is further the purpose of this title to improve recreation facilities and expand recreation services in urban areas with a high incidence of crime and to help deter crime through the expansion of recreation opportunities for at-risk youth. It is the further purpose of this section to increase the security of urban parks and to promote collaboration between local agencies involved in parks and recreation, law enforcement, youth social services, and the juvenile justice system.".

SEC. 4. DEFINITIONS.

Section 1004 of the Urban Park and Recreation Recovery Act of 1978 is amended by inserting the following new subsection after subsection (c) and by redesignating subsections (d) through (j) as (e) through (k) respectively:

"(d) 'at-risk youth recreation grants' means—

"(1) rehabilitation grants,

"(2) innovation grants, or

"(3) matching grants for continuing program support for programs of demonstrated value or success in providing constructive alternatives to youth at risk for engaging in criminal behavior, including grants for operating, or coordinating recreation programs and services;

in neighborhoods and communities with a high prevalence of crime, particularly violent crime or crime committed by youthful offenders; in addition to the purposes specified in subsection (b), rehabilitation grants referred to in paragraph (1) of this subsection may be used for the provision of lighting, emergency phones or other capital improvements which will improve the security of urban parks;".

SEC. 5. CRITERIA FOR SELECTION.

Section 1005(c) of the Urban Park and Recreation Recovery Act of 1978 is amended by striking "and" at the end of paragraph (6), by striking the period at the end of paragraph (7) and inserting "; and" and by adding the following at the end thereof:

"(8) in the case of at-risk youth recreation grants, the Secretary shall give a priority to each of the following criteria:

"(A) Programs which are targeted to youth who are at the greatest risk of becoming involved in violence and crime.

"(B) Programs which teach important values and life skills, including teamwork, respect, leadership, and self-esteem.

"(C) Programs which offer tutoring, remedial education, mentoring, and counseling in addition to recreation opportunities;

"(D) Programs which offer services during late night or other nonschool hours.

"(E) Programs which demonstrate collaboration between local park and recreation, juvenile justice, law enforcement, and youth social service agencies and nongovernmental entities, including the private sector and community and nonprofit organizations.

"(F) Programs which leverage public or private recreation investments in the form of services, materials, or cash.

"(G) Programs which show the greatest potential of being continued with non-Federal funds or which can serve as models for other communities.".

SEC. 6. PARK AND RECREATION ACTION RECOVERY PROGRAMS.

Section 1007(b) of the Urban Park and Recreation Recovery Act of 1978 is amended by adding the following at the end thereof: "In order to be eligible to receive 'at-risk youth recreation grants' a local government shall amend its 5-year action program to incorporate the goal of reducing crime and juvenile delinquency and to provide a description of the implementation strategies to achieve this goal. The plan shall also address how the local government is coordinating its recreation programs with crime prevention efforts of law enforcement, juvenile corrections, and youth social service agencies.".

SEC. 7. MISCELLANEOUS AND TECHNICAL AMENDMENTS.

(a) PROGRAM SUPPORT.—Section 1013 of the Urban Park and Recreation Recovery Act of 1978 is amended by inserting "(a) IN GENERAL.—" after "1013." and by adding the following new subsection at the end thereof:

"(b) PROGRAM SUPPORT.—Not more than 25 percent of the amounts made available under this title to any local government may be used for program support.".

(b) EXTENSION.—Section 1003 of the Urban Park and Recreation Recovery Act of 1978 is amended by striking "for a period of five years" and by striking "short-term".

PURPOSE

The purpose of H.R. 4034 [1] is to amend the Urban Park and Recreation Recovery Act of 1978 to authorize grants for the expansion of recreation opportunities for at-risk youth in urban areas with a high prevalence of crime.

BACKGROUND

Urban park and recreation programs were first organized in the late 1800s to provide youth with safe places to play and to offer an alternative to involvement in delinquent behavior. During the Depression, public agencies such as the Civilian Conservation Corps and the Works Progress Administration helped local communities build parks and recreation centers across the country. After World War II, the federal role in recreation delivery declined until 1964, when Congress passed the Land and Water Conservation Fund Act (LWCF). The LWCF provides matching grants to states for the acquisition and development of outdoor recreation facilities. The LWCF program has helped thousands of communities expand park and recreation opportunities, particularly those in suburban areas. However, the National Urban Recreation Study, conducted by the Department of the Interior and published in 1978, found that the LWCF program was failing to address the needs of older, larger cities where the people most in need of public recreation opportunities lived. In response to this finding, Congress enacted the Urban Park and Recreation Recovery Act (UPARR) in 1978 (PL 95–625).

UPARR is a competitive matching grant program administered by the National Park Service for economically distressed urban communities. Three kinds of grants are available under the UPARR program. "Rehabilitation" grants are 70 percent matching grants for renovation of existing neighborhood recreation areas and facilities that have deteriorated to the point where public health or safety is endangered. "Innovation" grants are 70 percent matching grants which cover the cost of personnel, facilities, equipment, supplies or services which demonstrate innovative cost-effective ideas and approaches for the delivery of recreation. "Planning" grants are 50 percent matching grants for cities to develop Recovery Action Plans which identify a community's recreation needs, priorities and future commitments for revitalizing park and recreation systems. From 1978 through 1992, UPARR has provided approximately $222 million for 1,284 grants to 400 local jurisdictions in 42 States, the District of Columbia, and Puerto Rico. Benefits of UPARR grants

[1] H.R. 4034 was introduced on March 16, 1994 by Representative George Miller, for himself, and Representative Vento, Representative Lewis of Georgia, Representative Hinchey, Representative Gejdenson, Representative deLugo, Representative Lehman, Representative Martinez, Representative Faleomavaega, Representative Shepherd, Representative McKinney, and Representative Johnson of South Dakota.

include the return of facilities to full use, an increase in recreation program activities and number of users, reductions in vandalism, increased awareness of local recreation needs and greater commitments of resources to continue projects past the UPARR grant. In total, the UPARR program has rehabilitated 273 playgrounds, 200 recreation centers, 194 ball fields, 254 tennis and/or basketball courts and 169 swimming pools.

To date, funding for the UPARR program has been far below the original authorization level of $750 million and has been far below the demand. After the initial growth of the program, no funds were made available from 1985 to 1990. Funding for the past two years has been only $5 million. Over the past decade, projects proposed have been up to ten times greater than the available funding from federal recreation grant programs. Hundreds of cities across the United States have not been able to receive UPARR grants because of funding limitations.

Despite the great demand for urban recreation opportunities, many cities have closed recreation facilities and cut back on recreation programs. A 1990 National Recreation and Park Association survey found that in order to meet public recreation demand, an estimated $37 billion would be needed for state and local recreation capital investments. Demand for "close-to home" recreation is increasing because of population growth and the demographic shift to single and working parents with less time and financial resources to travel for recreation purposes. Budget constraints are forcing cities to close recreation facilities, reduce staff, decrease hours of operation or eliminate programs entirely. For many low income residents of urban areas, these facilities and programs are the only opportunity for recreation they have. The cutbacks in programs and facilities contribute to the growing disparity in the availability of recreation programs in upper and lower income areas. Because of their reliance on the local tax base, recreation facilities and services are better and more widely available in suburban areas than in urban areas.

On March 10, 1994, the Natural Resources Subcommittee on National Parks, Forests and Public Lands and the Subcommittee on Oversight and Investigations held a joint oversight hearing on "Urban Recreation and Crime Prevention". The hearing reviewed existing federal, state, local and non-profit programs which provide park and recreation opportunities in urban areas. It examined the role that urban recreation programs play in promoting youth development and reducing juvenile crime and delinquency. The hearing reviewed the achievements of the Urban Park and Recreation Recovery program (UPARR) and other federal programs involved in recreation and juvenile delinquency prevention. Witnesses included representatives from the National Park Service, the Office of Juvenile Justice and Delinquency Prevention at the Department of Justice, the President's Council on Physical Fitness and Sports, mayors and park directors of several cities and non-profit recreation provider organizations including the Boys and Girls Clubs of America, the National Association of Midnight Basketball Leagues and the National Police Athletic Leagues.

The Subcommittees heard testimony about the need to target recreation programs to young people because of the rapid rise in ju-

venile crime in the past decade. According to the Department of Justice, there are an estimated 2.3 million arrests of juveniles in 1992, a 57 percent increase since 1983. Arrests of juveniles for murder increased by 128 percent during this same period. In 1988, juvenile arrests accounted for less than eight percent of all murder arrests. By 1992, juveniles accounted for 15 percent. Fifty to sixty percent of all crime in the United States is committed by people 10 to 20 years of age. The incidence of crime peaks between the ages of 16 to 18 and quickly drops after age 21. According to a study by the National Governors Association, incarceration of juveniles costs over $1.6 billion a year, an average of $29,000 per juvenile delinquent.

The hearing demonstrated that recreation facilities and programs are an important factor in preventing crime and delinquency among youth. Urban recreation can help deter crime by providing a constructive use of non-school hours for at-risk youth. Recreation and sport programs teach important values and life skills including teamwork, individual responsibility and self-esteem. Testimony from the Office of Juvenile Justice and Delinquency Prevention noted that recreation activities "clearly help divert youth from self-destructive behaviors". Testimony from the National Association of Police Athletic Leagues stated that "There is clearly a direct link between crime prevention and Police Athletic League participation. Young people who have nothing to do and nothing to look forward to are going to be a crime problem. As one of the most integral and venerated components of an education system, youth sports programs have contributed significantly to the reduction of delinquency." A 1991 Columbia University study cited in the hearing concluded that "For adults and youth alike, Boys and Girls Clubs appear to be associated with an overall reduction in alcohol and other drug use, drug trafficking and other drug-related criminal activity." The Director for Sports and Recreation at the Chicago Public Housing Authority testified about the effectiveness of midnight basketball programs in reducing violent crime and gang activity. The Mayor of Fort Myers, Florida testified that the decline in juvenile crime in that city was a "direct result" of a recent urban recreation program. Testimony submitted by the National Recreation and Park Association referred to several cities where recreation programs were demonstrated to have reduced calls for police assistance or assisted in suppressing gang activity. The National Governors Association, the Urban Institute, the Carnegie Council on Adolescent Development and other national organizations have recommended the expansion of recreation as a means to prevent juvenile delinquency.

Congress has previously recognized the role of recreation programs in preventing delinquency and promoting positive youth development. The 1992 amendments to the Juvenile Justice and Delinquency Prevention Act specifically included recreation activities as an eligible use for Title V delinquency prevention funds. Also, the Public and Assisted Housing Drug Elimination Act of 1990 authorized funding for Youth Sports programs in public and Indian housing projects.

The Committee notes the large number of organizations which have expressed their support for H.R. 4034 including the U.S. Con-

ference of Mayors, the Boys and Girls Clubs of America, the National Association of State Outdoor Recreation Liaison Officers, the National Association of Sport and Physical Education, the National Police Athletic League, the National Hockey League, Major League Baseball, Inner City Games, Soccer in the Streets, The Recreation Roundtable, the Sporting Goods Manufacturing Association, the National Sporting Goods Association Outdoor Recreation Coalition of America, the National Recreation and Park Association, The Trust for Public Land, The Wilderness Society, the American Recreation Coalition, the Rails-to-Trails Conservancy and a number of leading manufacturers of sporting equipment.

SECTION-BY-SECTION ANALYSIS

Section 1 provides that this Act may be cited as the "Urban Recreation and At-Risk Youth Act of 1994".

Section 2 contains findings about the decline in the quality of urban life, the underfunding of federal recreation grant programs, the rise in crime among youth and the utility of recreation programs in preventing crime and promoting important values and life skills.

Section 3 amends the UPARR Act to state additional purposes for the Act including the expansion of recreation opportunities in urban areas with a high incidence of crime; the expansion of recreation opportunities for at-risk youth; the improvement of the security of urban parks; and the promotion of collaboration between local agencies involved in parks and recreation, law enforcement, youth social services and the juvenile justice system.

Section 4 defines "at-risk youth recreation grants" as meaning rehabilitation grants or innovation grants as defined in current law or new matching grants for continuing program support for programs of demonstrated value or success in providing constructive alternatives to youth at-risk for engaging in criminal behavior. These three categories of grants would be available for neighborhoods and communities with a high prevalence of crime, particularly violent crime or crime committed by youthful offenders. Rehabilitation grants can be for rebuilding, remodeling, expanding, or developing existing outdoor and indoor recreation areas and facilities. They may also be used for the provision of lighting, security phones and other improvements which increase the security of urban parks. Innovation grants can be for personnel, facilities, equipment, supplies or services designed to demonstrate innovative and effective ways to augment park and recreation opportunities at the local level. The new program grants would be for continuing support for programs of demonstrated value or success in preventing youth from entering the criminal justice system.

The Committee believes that the UPARR program has demonstrated success in meeting its objectives even with the limited funding it has received. The Committee is proposing to amend UPARR because of changes in society in the years since its enactment in 1978 including the surge in youth crime and violent crime, the deterioration of recreation facilities in urban neighborhoods and the demonstrated effectiveness of recreation programs and services in providing constructive uses of time and helping to deter crime. The Committee believes that funding for urban recreation

programs which promote positive youth development and deter criminal behavior is a cost-effective investment of public dollars. The Committee recognizes that crime prevention is much less expensive than incarceration and rehabilitation.

The Committee chose to amend the existing UPARR program rather than create a new program for reasons of cost-effectiveness and efficiency. By using an existing program, the bill reduces bureaucracy and administrative costs. The bill provides new authority and a new category of grants but it does not diminish the existing purposes and authorities of the UPARR program. The Committee intends that the Secretary use existing administrative resources and procedures to administer the at-risk youth recreation grants. Program assistance under the existing grants and the at-risk youth recreation grants may be passed through to special purpose local governments or private, non-profit agencies as provided for in Section 1006(1) of the UPARR Act. The 70 percent federal to 30 percent local matching requirement applies to at-risk youth recreation grants, as does the Section 1010 requirement that facilities improved using funding from this program would have to be open for public recreation purposes in perpetuity.

The Committee has left the determination of neighborhoods with and communities with a "high prevalence of crime" up to the discretion of the Secretary. The Committee does not intend there to be a rigid formula for this determination and it believes that most of the urban areas currently eligible for UPARR grants have some neighborhoods which would meet the more focused eligibility requirement. The Committee recommends that the National Park Service seek input from the Justice Department on crime statistics and youth crime statistics in particular. The Committee also recommends consulting with the Office of Juvenile Justice and Delinquency Prevention in developing the guidelines for the at-risk youth recreation grants because of that office's responsibilities and experience in crime and delinquency prevention programs.

The bill does not define at-risk youth, but the Committee's general intent is youth who have engaged in or who are at risk for engaging in criminal activities, juvenile delinquency, gangs, substance abuse or dropping out of school. The Committee notes that it may be difficult to determine who is likely to engage in criminal behavior and to measure the success of a program in preventing crime. Discretion and flexibility is provided to the Secretary to select projects which are either located in high crime neighborhoods or communities which have high levels of juvenile delinquency, gang involvement or substance abuse. The Committee supports the broad concept of the term recreation as including sports and games, arts and crafts, dance, drama, music, social recreation, outdoor recreation and cultural education. The Committee notes that 1992 UPARR grant awards were targeted to at-risk youth and believes that the experience gained by the National Park Service in administering those grant awards should be useful for proceeding with at-risk youth recreation grants.

Section 1005(b) of the UPARR Act states that at the Secretary's discretion, up to 15 percent of the program funds annually may be granted to local governments which do not meet eligibility criteria but are located in Standard Metropolitan Statistical Areas, pro-

vided that the grants to general purpose governments are in accord with the intent of the program. The Committee encourages the Secretary to use this 15 percent discretionary authority to assist areas which have crime problems and recreation deficiencies for at-risk youth even if they are not on the list of eligible jurisdictions.

The Committee is aware that previous UPARR grant rounds have had program guidelines which limited the dollar amount of grant applications. This was done in order to ensure that a greater number of communities were able to compete for and receive funding. If greater funding is provided for future grant rounds, the Committee would expect these ceilings to be higher. Program guidelines also require that only one application may be submitted from an eligible jurisdiction for each grant category. The application can be for multiple sites. This was done to encourage jurisdictions to prioritize their recreation needs and projects. The Committee expects that jurisdictions would be able to submit separate applications for rehabilitation, innovation and at-risk youth recreation grants.

Section 5 specifies certain criteria which the Secretary shall consider when ranking applications for at-risk youth recreation grants. These criteria include programs which are targeted to youth who are at the greatest risk of becoming involved in violence and crime; programs which teach important values and life skills, including teamwork, respect, leadership, and self-esteem; programs which offer tutoring, remedial education, mentoring, and counseling in addition to recreation opportunities; programs which offer services during late night or other nonschool hours; programs which demonstrate collaboration between local park and recreation, juvenile justice, law enforcement, and youth social service agencies and nongovernmental entities, including the private sector and community and nonprofit organizations; programs which leverage public or private recreation investments in the form of services, materials, or cash; and programs which show the greatest potential of being continued with non-Federal funds or which can serve as models for other communities.

The Committee does not expect that every at-risk youth recreation grant application will be able to meet all or even most of these criteria. The Committee does expect the Secretary to consider these factors when ranking applications and making grant decisions. The criteria were developed based on recommendations from professionals and practitioners of recreation and other youth development programs. The Committee urges the Secretary to give priority consideration for midnight sports programs because of their success in providing constructive uses of time for youth during the hours when most youth crime is committed. The Committee believes that mentoring programs which involve Olympic or professional athletes or community role models are effective at reaching at-risk youth.

Section 6 requires jurisdictions applying for at-risk youth recreation grants to amend their 5-year action program to incorporate the goal of reducing crime and juvenile delinquency and to provide a description of the implementation strategies to achieve this goal. The plan shall also address how the local government is coordinating its recreation programs with crime prevention efforts of law en-

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forcement, juvenile corrections and youth social service agencies. The Committee notes that researchers, program administrators and other experts in crime, delinquency and prevention have consistently recommended collaboration between these types of agencies as an important element of community crime prevention.

Section 7 makes several miscellaneous and technical amendments to the UPARR Act. Section 7(b) provides that not more than 25% of the amounts made available under this title to any local government may be used for program support. This restriction only applies to the continuing program support grants for programs of demonstrated value or success in providing constructive alternatives to youth at risk for engaging in criminal behavior. The Committee placed this restriction because it does not want all funding to go to program operations. The Committee expects all at-risk youth recreation grants, whether they are for rehabilitation, innovation or program support, to supplement and not to supplant recreation funding from local governments as directed by Section 1007(a)(4) of the UPARR Act.

Section 1013 of the UPARR Act authorizes a total of $725 million for the life of the program. This section also states that "any amounts authorized but not appropriated in any fiscal year shall remain available for appropriation in succeeding fiscal years. The Committee notes that funding to date has been far below the authorization ceiling. The Committee believes that the UPARR program has demonstrated success in meeting its objectives even with the limited funding it has received. The Committee believes that UPARR has provided many benefits to economically distressed urban areas including the expansion of recreation opportunities for low income residents who are in most need for such opportunities, the promotion of health and fitness and the prevention of disease, the provision of employment opportunities for urban residents, the revitalization of urban neighborhoods and the deterrence of crime and delinquency. In light of the numerous social benefits of the UPARR program, the Committee recommends that funding levels for UPARR be increased for both the existing categories and the new at-risk youth recreation grants.

The Committee notes that Section 1013 of the UPARR Act provides specific authorization of $250,000 per fiscal year to each of the insular areas of Guam, the Virgin Islands, American Samoa and the northern Mariana Islands. The Committee is concerned that this provision has been neglected for the insular areas. The Committee expects future UPARR funding to be made at the authorized level for the insular areas.

Legislative History and Committee Recommendation

The Subcommittee on National Parks, Forests and Public Lands and the Subcommittee on Oversight and Investigations held a joint oversight hearing on Urban Recreation and Crime Prevention on March 10, 1994. At the meeting of the Committee on Natural Resources on March 16, 1994, an amendment was adopted to H.R. 4034 and the bill as amended was favorably reported to the House by voice vote.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

URBAN PARK AND RECREATION RECOVERY ACT OF 1978

TITLE X—URBAN PARK AND RECREATION RECOVERY PROGRAM

SHORT TITLE

Sec. 1001. This title may be cited as the "Urban Park and Recreation Recovery Act of 1978".

FINDINGS

Sec. 1002. The Congress finds that—

(a) * * *

* * * * * * *

(d) inadequate financing of urban recreation programs due to fiscal difficulties in many large cities has led to the deterioration of facilities, nonavailability of recreation services, and an inability to adapt recreational programs to changing circumstances; [and]

(e) there is no existing Federal assistance program which fully addresses the needs for physical rehabilitation and revitalization of these park and recreation systems[.];

(f) the quality of life in urban areas has suffered because of decline in the availability of park and recreation and systems, including land, facilities, and services;

(g) the deterioration of urban park and recreation facilities is due in part to the underfunding of Federal grant programs intended to assist in the revitalization of urban recreation facilities and allow us to take back our parks from crime, vandalism, and dilapidation;

(h) the urban neighborhoods eligible for assistance under this title have deteriorated, in part, due to the rapid increase in violent crime among youth;

(i) accessible, well-maintained recreational facilities and services have been shown to significantly decrease the incidence of violent crime among youth and can be an effective tool in efforts to prevent crime, increase public safety and improve the quality of life of urban residents; and

(j) urban sport and recreation programs teach important values and life skills including teamwork, individual responsibility, respect, leadership, and self-esteem which help prevent young people from engaging in criminal behavior.

Sec. 1003. The purpose of this title is to authorize the Secretary to establish an urban park and recreation recovery program which would provide Federal grants to economically hard-pressed communities specifically for the rehabilitation of critically needed recreation areas, facilities, and development of improved recreation pro-

grams [for a period of five years] *short term*. This short-term program is intended to complement existing Federal programs such as the Land and Water Conservation Fund and Community Development Grant Programs by encouraging and stimulating local governments to revitalize their park and recreation systems and to make long-term commitments to continuing maintenance of these systems. Such assistance shall be subject to such terms and conditions as the Secretary considers appropriate and in the public interest to carry out the purposes of this title. *It is further the purpose of this title to improve recreation facilities and expand recreation services in urban areas with a high incidence of crime and to help deter crime through the expansion of recreation opportunities for at-risk youth. It is the further purpose of this section to increase the security of urban parks and to promote collaboration between local agencies involved in parks and recreation, law enforcement, youth social services, and the juvenile justice system.*

DEFINITIONS

SEC. 1004. When used in this title the term—

(a) * * *

* * * * * * *

(d) "at-risk youth recreation grants" means—

(1) rehabilitation grants.

(2) innovation grants, or

(3) matching grants for continuing program support for programs of demonstrated value or success in providing constructive alternatives to youth at risk for engaging in criminal behavior, including grants for operating, or coordinating recreation programs and services;

in neighborhoods and communities with a high prevalence of crime, particularly violent crime or crime committed by youthful offenders; in addition to the purposes specified in subsection (b), rehabilitation grants referred to in paragraph (1) of this subsection may be used for the provision of lighting, emergency phones or other capital improvements which will improve the security of urban parks;

[d] *(e)* "recovery action program grants" means matching grants to local governments for development of local park and recreation recovery action programs to meet the requirements of this title. Such grants will be for resource and needs assessment, coordination, citizen involvement and planning and program development activities to encourage public definition of goals, and develop priorities and strategies for overall recreation system recovery;

[e] *(f)* "maintenance" means all commonly accepted practices necessary to keep recreation areas and facilities operating in a state of good repair and to protect them from deterioration resulting from normal wear and tear;

[f] *(g)* "general purpose local government" means any city, county, town, township, parish, village, or other general purpose political subdivision of a State, including the District of Columbia, and insular areas;

[g] *(h)* "special purpose local government" means any local or regional special district, public-purpose corporation or other limited political subdivision of a State including but not limited to park authorities; park, conservation, water or sanitary districts; and school districts;

[h] *(i)* "private, nonprofit agency" means a community-based, nonprofit organization, corporation, or association organized for purposes of providing recreational, conservation, and educational services directly to urban residents on either a neighborhood or community wide basis through voluntary donations, voluntary labor, public or private grants;

[i] *(j)* "State" means any State of the United States or any instrumentality of a State approved by the Governor; the Commonwealth of Puerto Rico, and insular areas; and

[j] *(k)* "insular areas" means Guam, the Virgin Island, American Samoa, and the Northern Mariana Islands.

SEC. 1005. (a) * * *

* * * * * * * *

(c) The Secretary shall also establish priority criteria for project selection and approval which consider such factors as——

(1) * * *

* * * * * * * *

(6) the extent to which a proposed project would provide employment opportunities for minorities, youth, and low- and moderate-income residents in the project neighborhood and/or would provide for participation of neighborhood nonprofit or tenant organizations in the proposed rehabilitation activity or in subsequent maintenance, staffing, or supervision of recreation areas and facilities; [and]

(7) the amount of State and private support for a project as evidenced by commitments of non-Federal resources to project construction or operation[.]; *and*

(8) in the case of at-risk youth recreation grants, the Secretary shall give a priority to each of the following criteria:

(A) Programs which are targeted to youth who are at the greatest risk of becoming involved in violence and crime.

(B) Programs which teach important values and life skills, including teamwork, respect, leadership, and self-esteem.

(C) Programs which offer tutoring, remedial education, mentoring, and counseling in addition to recreation opportunities;

(D) Programs which offer services during late night or other nonschool hours.

(E) Programs which demonstrate collaboration between local park and recreation, juvenile justice, law enforcement, and youth social service agencies and nongovernmental entities, including the private sector and community and nonprofit organizations.

(F) Programs which leverage public or private recreation investments in the form of services, materials, or cash.

(G) Programs which show the greatest potential of being continued with non-Federal funds or which can serve as models for other communities.

* * * * * * *

LOCAL COMMITMENTS TO SYSTEM RECOVERY AND MAINTENANCE

SEC. 1007. (a) * * *

(b) Action programs shall address, but are not limited to the following considerations:

(1) Rehabilitation of existing recreational sites and facilities, including general systemwide renovation; special rehabilitation requirements for recreational sites and facilities in areas of high population concentration and economic distress; and restoration of outstanding or unique structures, landscaping, or similar features in parks of historical or architectural significance.

(2) Local commitments to innovative and cost-effective programs and projects at the neighborhood level to augment recovery of park and recreation systems, including but not limited to recycling of abandoned schools and other public buildings for recreational purposes; multiple use of operating educational and other public buildings; purchase of recreation services on a contractual basis; use of mobile facilities and recreational, cultural, and educational programs or other innovative approaches to improving access for neighborhood residents; integration of recovery program with federally assisted projects to maximize recreational opportunities through conversion of abandoned railroad and highway rights-of-way, waterfront, and other redevelopment efforts and such other federally assisted projects as may be appropriate; conversion of recreation use of street space, derelict land, and other public lands not now designated for neighborhood recreational use; and use of various forms of compensated and uncompensated land regulation, tax inducements, or other means to encourage the private sector to provide neighborhood park and recreation facilities and programs.

The Secretary shall establish and publish in the Federal Register requirements for preparation, submission, and updating of local park and recreation recovery action programs. *In order to be eligible to receive "at-risk youth recreation grants" a local government shall amend its 5-year action program to incorporate the goal of reducing crime and juvenile delinquency and to provide a description of the implementation strategies to achieve this goal. The plan shall also address how the local government is coordinating its recreation programs with crime prevention efforts of law enforcement, juvenile corrections, and youth social service agencies.*

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AUTHORIZATION OF APPROPRIATIONS

SEC. 1013. *(a)* IN GENERAL.—There are hereby authorized to be appropriated for the purposes of this title, not to exceed $150,000,000 for each of the fiscal years 1979 through 1982, and $125,000,000 in fiscal year 1983, such sums to remain available

until expended. Not more than 3 per centum of the funds authorized in any fiscal year may be used for grants for the development of local park and recreation recovery action programs pursuant to sections 1007(a) and 1007(c), and not more than 10 per centum may be used for innovation grants pursuant to section 6 of this title. Grants made under this title for projects in any one State shall not exceed in the aggregate 15 per centum of the aggregate amount of funds authorized to be appropriated in any fiscal year. For the authorizations made in this section, any amounts authorized but not appropriated in any fiscal year shall remain available for appropriation in succeeding fiscal years.

Notwithstanding any other provision of this Act, or any other law, or regulation, there is further authorized to be appropriated $250,000 for each of the fiscal years 1979 through 1983, such sums to remain available until expended, to each of the insular areas. Such sums will not be subject to the matching provisions of this section, and may only be subject to such conditions, reports, plans, and agreements, if any, as determined by the Secretary

(b) PROGRAM SUPPORT.—Not more than 25 percent of the amounts made available under this title to any local government may be used for program support.

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OVERSIGHT STATEMENT

The Committee intends to carefully monitor the implementation of this legislation to assure compliance with the intent of the Act, but no specific oversight hearings have been conducted on this matter. No recommendations were submitted to the Committee pursuant to rule X, clause 2(b)(2).

INFLATIONARY IMPACT STATEMENT

The Committee finds that enactment of this measure would have no inflationary impact on the national economy.

COST AND BUDGET ACT COMPLIANCE

The committee has received no analysis from the Congressional Budget Office prior the filing of this report.

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